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National Environmental/Energy Workforce Assessment. The Role of CETA in Direct Training and Employment

National Field Research Center, Inc, Iowa City, IA

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WORKFORCE ASSESSMENT
PHASE III

THE ROLE OF CETA IN DIRECT TRAINING AND EMPLOYMENT

1979

Conducted by:
NATIONAL FIELD RESEARCH CENTER, INC.

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16. ABSTRACT

The purpose of this report is to explore the role of the Comprehensive Employment and Training Act (CETA) in direct training and employment in the energy/environment fields. The report examines the impact of the 1978 CETA Amendments and provides examples of energy/environment projects that have been supported by CETA.

The report is one of 18 volumes in Phase III of the National Environmental/Energy Workforce Assessment. A companion volume, Environmental Employment in Public Service Jobs Programs, presents the findings of an analysis of 4,644 CETA Title VI projects for which "Environment" has been indicated as an appropriate Public Service Area.

In addition, Phase III includes 12 volumes (directories) of post-secondary environmental education programs. The other four volumes in Phase III are as follows: Salaries and Attendant Problems of Public Sector Environmental Employment; Private Sector Training Activities; Problems in Environmental Education and Training; and a Workforce Planning Bibliography.

Phase I of the Assessment evaluated workforce needs for pollution control and abatement in the U.S. during 1976-81. Phase II gathered data on training and educational programs in the post-secondary environmental education field as of 1978.

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PROJECT BACKGROUND

Overview

The National Environmental/Energy Workforce Assessment is a three-phase project to explore environmental and energy training, education, and employment in depth. The project, conducted by National Field Research Center, Inc., under the direction of the U. S. Environmental Protection Agency, is a direct response to a 1975 Congressional call for an inquiry into the availability and readiness of our national workforce for increased pollution control and abatement efforts.

In keeping with the objectives of the inquiry, this nation-wide study has been directed toward the assessment of environmental/energy workforce status and needs, national educational emphases and status, and the functional interface of the two.

PHASE I

Phase I focused upon the development of "workforce demand projections" through 1982 for all public environmental agencies. The on-site assessment culminated in a numerical profile of the growth patterns and workforce needs at the national and state levels. Stratification of the overall defini-

tion of "environmental occupation" into seven distinct vocational areas enhanced even further the applicability of the results. In addition to this public sector workforce assessment, Phase I included an overview analysis of private sector needs (conducted through an adjunct mail survey of selected businesses and industries) and a brief review of selected environmental educational programs.

Phase I was completed in May, 1977. The 70 volume final report included:

National Abstract	(1)
National Legislation	(1)
Regional Assessments	(10)
State Assessments (including District of Columbia, Virgin Islands, and Puerto Rico)	(53)
Business and Industry Assessment	(1)
National Summary	(4)

PHASE II

The Phase II objective was to determine the "state of the art" of the educational community in generating a qualified and employable environmental workforce. Community colleges, vocational-technical training institutes, colleges and universities,

and environmental training centers throughout the nation were visited; thousands of catalogs were reviewed.

The result was a profile of environmentally related post-secondary educational programs. Aspects subject to careful review included: program structure, representative course offerings, enrollment projections, program completion requirements, faculty composition, and employment history of program graduates. Program offerings were summarized and common issues and problems were discussed.

The Phase II report included 13 volumes arranged as to medium under consideration, namely:

Air	
Energy	
Noise	
Pesticides	
Potable Water	(2)
Radiation	
Solid Waste	
Wastewater	(2)
Composite	(3)

These volumes were augmented by a summary volume, an abstract, and a special volume, Business and Industry/Trade and Professional Associations.

The latter includes the results of a survey of a variety of businesses, industries, and trade and professional associations as to their efforts in training programs related to pollution control and abatement, environmental research, and resource conservation.

PHASE III

Under Phase III, materials from Phases I and II were analyzed and synthesized. Issues which were revealed to be of special importance to the future of our environmental/energy workforce, in terms of availability and quality, are being highlighted in a series of monographs, of which this is one.

The monographs focus upon salient aspects of the NE/EWA findings in greater detail than possible in the formats of the previous phases. The four monograph titles are:

- *Salaries and Attendant Problems of Public Sector Environmental Employment*
- *The Role of CETA in Direct Training and Employment*
- *Private Sector Training Activities*
- *Problems in Environmental Edu- and Training*

In addition to the four monographs, a report of the issues related to the use of Title VI CETA in carrying out environmental pollution control and abatement activities was developed. A search of the Title VI records on file with the U.S. Department of Labor, coupled with interviews with representatives of numerous prime sponsors provided the basis for the observations contained in that report.

A third objective was to develop, by medium, a listing of all post-secondary institutions offering environmental programs. All catalogs reviewed during Phases I and II were re-examined and replaced with updated versions when warranted. This information was compiled into a listing of schools offering environmental programs of study and organized as to program area. Finally, Phase III researchers developed an annotated bibliography of material of potential value to environmental workforce planners.

INTRODUCTION

The Comprehensive Employment and Training Act (CETA), as amended in 1978, provides a vehicle for addressing some of the causes for chronic unemployment. It is intended that CETA participants be better equipped for finding permanent employment when they have finished a project than they were when they started, and that their earning potential be improved. The 1978 Amendments initiated elements designed to assure that the people with the greatest employment needs be the focus, and there were built-in measures intended to prevent future administrative abuses of CETA.

While Congress has considered the problems of chronic unemployment, it has also looked to the problems confronting the development and delivery of sufficient energy to power our nation, and to the maintenance and protection of the environment. These efforts have created jobs in both established occupations and in new, non-traditional areas. In the Act itself, are numerous mentions of energy and environment, so that cooperative intent with those concerns has been mandated. CETA offers an excellent opportunity for environmental agencies to identify priorities within the contexts of both the community and that of the workforce.

It is the basic intent of this monograph to explore the role of CETA in direct training and employment in the environment/energy fields. In addition, the impact of the 1978 Amendments will be examined with the former tenets of CETA. Included in this monograph are examples of CETA training and employment projects which have been conducted. Recommendations for future applications of CETA are discussed in the monograph's Commentary.

PART A — CETA UPDATE

TENETS OF CETA

The stated purpose of CETA is "to provide job training and employment opportunities for economically disadvantaged, unemployed, or underemployed persons *WHICH RESULT IN AN INCREASE IN THEIR EARNED INCOME,* and to assure that training and other services lead to self-sufficiency by establishing a flexible, coordinated and decentralized system of Federal, State, and local programs. *IT IS FURTHER THE PURPOSE OF THIS ACT TO PROVIDE FOR THE MAXIMUM FEASIBLE COORDINATION OF PLANS, PROGRAMS, AND ACTIVITIES UNDER THIS ACT WITH ECONOMIC DEVELOPMENT, COMMUNITY DEVELOPMENT, AND RELATED ACTIVITIES, SUCH AS VOCATIONAL EDUCATION, VOCATIONAL REHABILITATION, PUBLIC ASSISTANCE, SELF-EMPLOYMENT TRAINING AND SOCIAL SERVICE PROGRAMS."* *

Signed into law on December 28, 1973, CETA replaced the Manpower Development and Training Act of 1962; parts A, B, and E of Title I of the Economic Opportunity Act of 1964; and the Emer-

*Portions in Italics were added in the 1978 CETA amendments.

gency Employment Act of 1971. Some earlier employment and training legislation, such as the employment security program under the Wagner-Peyser Act, the apprenticeship program under the Fitzgerald Act, the Work Incentive (WIN) program under the Social Security Act, and the unemployment insurance program, were not preempted by CETA.

CETA was enacted through a long series of political compromises. Its two main tenets were decentralization and decategorization.

> Decentralization, or the transfer of control to local officials, was designed to permit localities to identify their own particular employment and community programs to meet these local needs. Decategorization meant removing the highly structured funding categories of previous years and allowing prime sponsors to determine which significant segments of their population would be served and to select the mix of program offerings from a wide range of approved alternatives.
> [R. Spill and J. Weigant, 1978]

Despite its original intent, it appears that CETA has never in reality been completely decentralized or decategorized; the various titles within the Act had differing degrees of Federal control and constraint. Moreover, CETA amendments have served to further define the directions prime sponsors must take in

terms of services offered, populations served and other areas. Briefly, the original CETA took the following form, by title:

Title I: Comprehensive Manpower Services.
Grants to States and localities serving as prime sponsors of comprehensive employment and training programs that offer such services as recruiting, testing and placement, classroom and on-the-job training, work experience, transitional public service employment, and supportive services to prepare clientele for participation.

Title II: Public Employment Programs.
Grants to Title I grantees and Indian tribes for programs of transitional public service employment in areas with 6.5 percent or higher unemployment for three straight months.

Title III: Special Federal Responsibilities.
Part A for special target groups such as Indians and other native Americans, migrant and seasonal farmworkers, other national emphasis groups, such as offenders, older workers, and persons of limited English-speaking ability, and for the summer program for economically disadvantaged youth; Part B for research and development, technical assistance and training, and labor market information.

Title IV: Job Corps.
Established Job Corps, a residential program of intensive education, training and counseling for disadvantaged young men and women, ages 16 through 21, operating at special centers throughout the country.

Title V: National Commission for Manpower Policy

Established a National Commission for Manpower Policy, appointed by the President, composed of Federal, State, and local manpower officials, persons served by these programs, and members of the general public. The purpose is to identify the nation's workforce needs, do research, evaluate the effectiveness of Federal programs, and report annually to the President and the Congress.

Title VI: General Provisions.

Provisions applicable to all titles such as definitions, conditions of work and training, and prohibitions against discrimination and political activities.

With the rise in unemployment that accompanied the recession in 1974, Congress passed the Emergency Jobs and Unemployment Assistance Act of 1974. This Act amended CETA, establishing Title VI as countercyclical Public Service Employment (PSE) program (the previous Title VI then became Title VII). Authorization for Title VI expired in June, 1976. In April of that year the Emergency Supplemental Appropriations Act, which continued employment of Title VI participants temporarily under Title II – until major changes in Title VI could be agreed upon.

Later that year, Congress passed the Emergency Jobs Programs Extension Act of 1976, which pro-

vided Title VI funding retroactive to June of 1976, and Title VI funds for Fiscal Year 1977. Additional funding was provided, beyond that needed to sustain PSE employment levels, specifically for new project activities. The new Act also tightened eligibility requirements for participants.

The next CETA amendment took place in 1977 with the passage of the Economic Stimulus Appropriations Act. This legislation provided for more than a doubling of PSE positions under Titles II and VI. In addition, it added new youth employment and training programs under Title III, expanded the Job Corps, added the Skill Training and Improvement Program (STIP) and Veterans' HIRE Program (using existing resources), and authorized increased funding for older workers (under Title IX of the Older Americans Act). This Act also authorized funding for programs under the administration of Federal agencies other than the Department of Labor.

The Youth Employment and Demonstration Projects Act, signed by the President in August of 1977, amended Title III of CETA to include additional programs for youth: youth incentive entitlement projects, youth community conservation and improvement projects, and youth employment and training programs. This Act also established Title VIII, the National Young Adult Conservation Corps.

The final CETA amendments as of the date of this report became law in October of 1978. A rearrangement and modification of titles took place under this Act, with the major addition being a private sector initiative program, becoming Title VII. This Act, extending CETA for four years, directs more jobs and training opportunities specifically to the economically disadvantaged; contains stronger auditing and enforcement provisions to curb fraud and mismanagement; and makes it harder for localities to use CETA funds to hire people they would have hired anyway with local funds. A clear CETA objective was established by the Act: to increase the earned income of people who go through the programs. Additionally, for the first time; the Title VI PSE funding level is designed to be responsive to the national unemployment rate.

Outlined below is the current CETA configuration by title.

Title I: Administrative Provisions.
General provisions applicable to the entire Act. Provides an authorization of the programs through Fiscal Year 1982, except for three youth programs in Title IV and the private sector initiatives authorized by Title VII, which are only authorized through Fiscal Year 1980. Requires that prime sponsors submit a Comprehensive Employment and Training Plan as well as an Annual Plan that updates the Compre-

hensive Plan. Directs the Secretary of Labor to establish an Office of Management Assistance to assist prime sponsors. Also contains definitions, eligibility criteria, wage guidelines, length of participation limits, and other provisions.

Authorization: Sums as necessary for FY'79 and for each of the three succeeding fiscal years.

Title II: Comprehensive Employment and Training Services.

Combines the former Title I (comprehensive manpower services) and the former Title II (PSE) into a single title targeted at economically disadvantaged persons. Programs authorized include training, upgrading, retraining, education, and other services (Parts A, B, and C) and public service employment (Part D) aimed at structural unemployment. PSE under this title must be entry level and combined with training and supportive services, if available. All work experience under this title must be designed to lead to unsubsidized employment, and must be limited in duration. Supplementation of CETA wages is prohibited.

Authorization: Parts A, B, and C: $2 billion in FY 1979; such sums as necessary thereafter. Part D: $3 billion in FY 1979; such sums as necessary thereafter, but not more than 60 percent of entire title.

Title III: Special Federal Responsibilities.

Provides for employment-related needs for those facing particular disadvantages, such as offenders, those of limited English-speaking ability, the handicapped, women, single parents, displaced homemakers, native Americans, middle-aged and older workers, veterans, migrant and seasonal farmworkers, those who lack

educational credentials, and public assistance recipients. Also provides for research and development programs including Vocational Education Community Resource Centers, grants/ contracts for training of personnel related to CETA programs, for the coordination and partnership between prime sponsors and state employment security agencies.

Authorization: 20 percent of total of CETA minus Titles II-D and VI.

Title IV: Youth Programs.

Includes youth programs enacted under the Youth Employment and Demonstration Projects Act of 1977 (except for the Young Adult Conservation Corps), as well as the Job Corps Program and the Summer Youth Employment Program. The Job Corps Program and the Summer Youth Employment Program are authorized for four years, while the newer youth programs are authorized for two years.

Authorization: Variable (as described above).

Title V: National Commission for Employment Policy.

Renames and reconstitutes the National Commission for Employment Policy. Cabinet participation is reduced.

Authorization: Sums as necessary.

Title VI: Countercyclical Public Service Employment Program.

Provides public service employment during periods of high unemployment. Authorizes funding of sufficient jobs to employ 20 percent of the number of unemployed in excess of 4 percent unemployment, and for 25 percent of

unemployed when national unemployment is 7 percent or higher. Fifty percent of funds may be used only for employment of persons in projects of limited duration (usually 18 months); all those employed in non-projects must be at the entry level. In most cases, wage supplementation cannot exceed 10 percent of the prime sponsor's grants.

Authorization: Variable (as described above).

Title VII: Private Sector Opportunities for the Economically Disadvantaged.

A demonstration program to test the effectiveness of a variety of approaches to increase the involvement of the business community in the employment and training activities of CETA, and to increase the private sector employment opportunities for disadvantaged persons. Establishes Private Industry Councils (PICs) to participate with prime sponsors in the development of job opportunities. Ninety-five percent of funds go to prime sponsors; the remainder are used at the Secretary of Labor's discretion. Authorized for two years.

Authorization: $500 million for FY'79; $525 million for FY'80.

Title VIII: Young Adult Conservation Corps.

Authorized for four years the Young Adult Conservation Corps, which was established in 1977, with no major changes made. Operated by the Department of Interior and the Department of Agriculture, with jobs offered to young persons in conservation, wildlife, recreation and closely related fields.

Authorization: $350 million for FY'79; $400 million for FY'80; open-ended for FY'81 & FY'82.

A final transitional provision states that generally, the implementation date of the Act is March 31, 1979. Provisions relating to supplementation, maximum federal wage, and eligibility must be implemented within 90 days after enactment, while those relating to fraud and abuse must be implemented as soon as possible.

MODE OF OPERATION

Congress has explicitly stated its intent and decision that the needs of low income and unemployed persons be served by the entire Act. The "economically disadvantaged, the unemployed and the underemployed," are the persons designated to receive priority through economic assistance, supportive services and job training.

As noted in the preceding section, decentralization and decategorization of administrative processes were also set forth by CETA. That this distinction should be mandated reflects a significant departure from the administrative procedures of former federally sponsored employment and training programs. It is a distinction which emerged from a lengthy confrontation between the Congress and the Administration.

Below are outlined some pertinent operational aspects of CETA.

PRIME SPONSORS

The agents for the administration of programs discussed under Titles I and II, part of Title III, youth programs, and most of Title VI are the states and local governments which have been stipulated

as "prime sponsors." The following are eligible for prime sponsorship:

- Units of general local government (cities and counties) with a population of 100,000 or more.

- Units of government or combinations of units (called consortia) without regard to population, if the Secretary of Labor has determined that such units have appropriate "exceptional circumstances." This grouping includes a few government units which, prior to 1974, ran Concentrated Employment Programs in rural areas with high unemployment.

- The 50 States. They are responsible for administering workforce programs in all government units (e.g., small towns and rural areas) which are not eligible for local prime sponsorship. This jurisdiction falls into the broad category of "Balance of State," and is administered through the Governor's office.

During Fiscal Year 1978, 450 CETA prime sponsors were funded, i.e., 73 cities, 180 counties, 142 consortia, 4 rural Concentrated Employment Programs, and 50 Balances of State. Following their annual program evaluation, nearly 90 percent of those 450 were seen fit for full re-funding during FY'79. With several additions, there were 460 funded for this fiscal year. A breakdown shows

these 460 to consist of 67 cities, 180 counties, 144 consortia, 49 States and territories; and 20 counties, cities, or rural areas which are included in the category of "exceptional circumstances" or that of Concentrated Employment Programs. (See Appendix E for a list of all FY'79 prime sponsors).

FUNDING

Most CETA money is allocated directly to the prime sponsor from the Department of Labor. The basic amounts for each sponsor have been calculated by formula, containing weights for: 1) the rate of unemployment, 2) the number of people who are unemployed, 3) the number of low income adults in the area, and 4) previous Federal spending. All four factors are subject to change each year. The Secretary of Labor makes such funds available, and determines prime sponsor eligibility in accordance with Congressional criteria.

In November of 1978, allocations of $8.2 billion to prime sponsors were announced by the Secretary. These funds were authorized by a twelve-month "continuing resolution" passed by Congress. Later that November an additional $456 million of the Secretary's discretionary funds were allocated for public service employment under Titles II and

VI. These funds boosted the PSE total to $6.1 billion in 1979, and went to 317 State and local governments operating CETA programs.

Discretionary monies are designed to partially offset cuts in FY'79 funds for PSE which were caused by shifts in concentrations of unemployment around the nation. Individual allocations of discretionary funds amount to 45 percent of the difference between the FY'79 basic allocations and the amounts which were available to prime sponsors for PSE during FY'78.

A breakdown of allocation amounts for Title II A, B and C; Title II D; Title VI; Youth Employment and Training Programs (YETP); Youth Community Conservation and Improvement Projects (YCCIP); and Discretionary Funds is offered below by Federal Region, followed by total November 1978 appropriations in Table 2.

TABLE 1

* FY'79 CETA ALLOCATIONS FOR SELECTED PROGRAMS BY REGION

REGION I	TITLE II A, B, C	$ 99,440,536
	TITLE II D	126,005,649
	TITLE VI	209,610,143
	YETP	22,562,058
	YCCIP	5,406,840
	DISCRETIONARY	65,083,991
	TOTAL REGION I	528,109,217

REGION II	TITLE II A, B, C	$ 257,522,473
	TITLE II D	405,432,987
	TITLE VI	659,451,345
	YETP	64,334,831
	YCCIP	13,621,264
	DISCRETIONARY	44,884,115
	TOTAL REGION II	1,445,247,015
REGION III	TITLE II A, B, C	$ 171,706,025
	TITLE II D	243,451,215
	TITLE VI	385,044,172
	YETP	42,706,773
	YCCIP	8,669,364
	DISCRETIONARY	19,183,947
	TOTAL REGION III	870,761,496
REGION IV	TITLE II A, B, C	$ 281,556,426
	TITLE II D	346,627,332
	TITLE VI	474,274,291
	YETP	62,243,412
	YCCIP	11,893,636
	DISCRETIONARY	59,697,165
	TOTAL REGION IV	1,236,292,262
REGION V	TITLE II A, B, C	$ 312,141,373
	TITLE II D	377,246,210
	TITLE VI	610,720,482
	YETP	68,283,564
	YCCIP	14,956,715
	DISCRETIONARY	150,216,855
	TOTAL REGION V	1,533,565,199

REGION VI	TITLE II A, B, C	$	149,682,235
	TITLE II D		183,675,160
	TITLE VI		252,933,177
	YETP		32,986,800
	YCCIP		6,522,841
	DISCRETIONARY		14,953,139
	TOTAL REGION VI		640,753,352
REGION VII	TITLE II A, B, C	$	68,368,894
	TITLE II D		75,575,996
	TITLE VI		102,006,497
	YETP		14,060,566
	YCCIP		3,054,053
	DISCRETIONARY		5,246,509
	TOTAL REGION VII		268,312,515
REGION VIII	TITLE II A, B, C	$	37,795,695
	TITLE II D		42,619,617
	TITLE VI		63,693,888
	YETP		7,786,695
	YCCIP		2,869,989
	DISCRETIONARY		10,143,915
	TOTAL REGION VIII		164,909,799
REGION IX	TITLE II A, B, C	$	211,176,717
	TITLE D		320,353,425
	TITLE VI		529,840,883
	YETP		53,047,527
	YCCIP		11,603,380
	DISCRETIONARY		59,932,805
	TOTAL REGION IX		1,185,954,737

REGION X	TITLE II A, B, C	$ 57,490,516
	TITLE II D	76,317,278
	TITLE VI	122,258,628
	YETP	13,468,391
	YCCIP	3,311,485
	DISCRETIONARY	26,516,599
	TOTAL REGION X	299,362,897

* Source: U.S. Department of Labor, Employment and Training Administration, Office of Information.

TABLE 2
FY'79 CETA APPROPRIATIONS AS OF NOVEMBER 1978

Title II A, B. C	$1,646,880,890
Title II D	2,197,304,869
Title VI	3,409,833,506
Title IV - YETP	381,480,617
Title IV - YCCIP	62,881,463
Special Grants to Governors under Title II and Subpart 3 of Title IV	290,561,100
Grants to Indians under Titles II, III, IV and VI	207,331,925
Discretionary	455,859,040
TOTAL	$8,652,133,410

AUTHORITY

Basic decision-making authority over how CETA money is spent for employment and training programs rests with the prime sponsor. Each prime sponsor must establish a planning council; these are

discussed in the next section. Although the councils provide program recommendations, the on-site responsibility for making final decisions rests wtih the prime sponsor.

The Department of Labor (DOL), in addition to reviewing and making judgements on prime sponsors' plans and allocating funds, is also available to provide technical assistance to prime sponsors. This responsibility is in large part carried out by the Department's ten Regional Offices. Prime sponsors must submit project descriptions: the number of, and eligibility qualifications of the participants, funding levels for projects, and project durations to DOL representatives. Project researchers of National Field Research Center noted, during personal discussions with these DOL representatives, that various degrees of interaction and control appear to be in effect between the representatives and the prime sponsors in their charge. Some representatives have so many projects in their jurisdictions that they cannot possibly monitor each project in any great detail, while others confer with the prime sponsors in their charge in great detail over the specific aspects and progress of each project.

Foremost in these representatives' relationship with their prime sponsors is the responsibility to

see that all projects are in compliance with both the letter and the spirit of the Act. Before funding is made available, a project must have had approval, by DOL, of a comprehensive employment and training plan which meets the mandates and objectives of CETA, and which must be made public prior to submission. The most recent CETA reauthorization also requires that prime sponsors submit annual plans which update the comprehensive plan.

PLANNING AND ADVISORY COUNCILS

There are five planning and advisory councils called for in CETA. They are:

- –Prime Sponsor's Planning Councils - Title I
- –State Employment and Training Councils - Title I
- –National Occupational Information Coordinating Committee - Title III
- –National Commission for Employment Policy - Title V
- –Private Industry Councils - Title VII

Discussions of these follow:

Title I - Prime Sponsor's Planning Council:

Each prime sponsor must establish a planning council which consists of members of the eligible population, organized labor, employees who do not have representation from organized labor, community-based organizations, the employment service, veteran's organizations, representatives of handicapped individuals, vocational education agencies, public assistance agencies, other education and training agencies and institutions, business, labor, and (where appropriate) agricultural employers and workers.

The council must meet at least five times a year. These meetings must be publicly announced and, when reasonable, they must be open to the public. The council has three main responsibilities. They are:

1) to participate in the development of, and make recommendations regarding, the prime sponsor's comprehensive employment and training plan and the basic goals, policies, and procedures of the prime sponsor's program, and also of other employment and training programs in the area;

2) to monitor and provide for objective evaluation of employment and training programs conducted in that area; and,

3) to provide for continuing analysis of the need for employment, training, and related services in the respective areas, including the efforts to reduce and eliminate artificial barriers to employment.

Further, the Prime Sponsor's Planning Council is expected to be responsive to the recommendations and findings of the Private Industry Council.

Title I - State Employment and Training Council:

This council is to be appointed by the Governor, who designates one public member to act as chairperson. It may seek professional, technical and clerical assistance from the Governor.

The membership of this council is composed of representatives of the units or combinations of units of general local governments in the States, including those which are prime sponsors, who together comprise at least one-quarter of the membership. Another quarter of the membership must be comprised of representatives of organized labor, business, and agricultural employers and workers. The third quarter of the council must be members of the eligible population and of the general public. Finally, one-quarter of the membership must be representative of service deliverers.

Like the Prime Sponsor's Planning Council, the State Employment and Training Council (often called the Governor's Council) must meet at least five times per year.

Its purposes are six:

1) to review continuously the operation of programs conducted by each prime sponsor, and to make recommendations to the prime sponsors, to agencies providing employment and training services, to the Governor, and to the general public with regard to ways to improve these services;

2) to make an annual report to the Governor which shall be a public document, and to issue other studies, reports or documents as it is necessary to enhance the ability to carry out the intent of the Act;

3) to identify the employment and training vocational education needs of the State, and to comment at least once a year on the reports of the State Advisory Council on Vocational Education;

4) to review the comprehensive employment and training plans of prime sponsors, especially with respect to non-utilization or duplication of services;

5) to review the plans of all State agencies providing employment, train-

ing and related services, and provide comments and recommendations regarding the relevancy and effectiveness of the service delivery systems in the State; and

6) to participate in the development of the Governor's coordination and special services plan.

Title III - National Occupational Information Coordinating Committee:

The National Occupational Information Coordinating Committee is designed to give attention to the labor market needs of youth. Some examples of activities include:

–assisting and encouraging local areas to adopt methods for translating national aggregate occupational outlook data into local terms;

–assisting and encouraging the development of State occupational information systems, accessible to local schools, including pilot programs in the use of computers to facilitate such access; and,

–in cooperation with State and local correctional agencies, encouraging programs of counseling and employment services for youth in correctional institutions.

Title V - National Commission for Employment Policy:

The fifteen-member National Commission for Employment Policy (formerly the National Commission for Manpower Policy) was established as the sole intent of Title V. This Commission has the responsibility to examine the broad issues of development, coordination, and administration of employment and training programs, and also for advising the President and the Congress on national employment and training issues.

The membership of this Commission includes the Secretary of Labor; the Secretary of Health, Education and Welfare; the Administrator of Veterans' Affairs; the Chairman of the Equal Employment Opportunity Commission; and the Director of the Community Services Administration. In addition, a representative of the National Advisory Council on Vocational Education must be on board. Finally, nine members must be appointed by the President who represent labor, industry, commerce, education, veterans, State and local elected officials currently in office, community-based organizations, individuals served by employment training programs, and the general public.

Title VII - Private Industry Council:

Title VII's stated purpose is to demonstrate the effectiveness of a variety of approaches which would enhance the level of cooperation and degree of involvement of the business community, including small business and minority business enterprises, in employment and training activities under CETA. Also, Title VII seeks to increase private sector employment opportunities for unemployed or underemployed persons who are economically disadvantaged.

To that end, any prime sponsor receiving financial assistance under Title VII must establish a Private Industry Council (PIC). This council is to be appointed by the prime sponsor, with representatives from industry and the business community, organized labor, community-based organizations, and educational agencies and institutions. Other members on this council may be chosen by the prime sponsor from representatives of persons eligible to participate in activities under this title. The PIC may consist of members of existing or newly formed organizations and members of the Prime Sponsor's Planning Council. In addition, this council may be established to cover two or more prime sponsor areas, with proper arrangements.

The PIC is designed to participate with the prime sponsor in the development and implementation of programs under Title VII. As the PIC carries out its responsibilities, it will use to the maximum appropriate potential community-based organizations, labor organizations, educational agencies and institutions, and economic development programs.

CONTRACTING PROCEDURES

There are several variations of funding procedures used by prime sponsors. Some fund programs only once a year; others fund throughout the year. Others have a contingency fund so that in the event that new proposals are brought before them, they may fund them immediately.

Prime sponsors may have many ways of requesting funding proposals from their communities. Some issue requests for proposals (RFPs) and follow a standard RFP procedure. When this is the case, they normally issue either a specific RFP in which they are seeking an operator for a predetermined program or service to be provided, or they may issue a general RFP which asks for proposals of a broad scope.

Some prime sponsors utilize a public hearing process at which all agencies that seek funding

state their proposals. Others accomplish this by making a presentation to the governing body. It is possible to be more effective by having one's agency placed on the prime sponsor's solicitation source list, or through similar appropriate routes.

The prime sponsor is the most accurate source of specific information regarding the best method for submitting a funding application. Generally, though, the four ways to submit proposals are to: 1) answer an RFP (or a similar solicitation process), 2) make a presentation at a public hearing, 3) submit an unsolicited proposal, or 4) make a direct presentation to the governing body for the jurisdiction.

CETA PARTICIPANTS

During the first three quarters of FY'78, cumulative enrollment in CETA programs totaled 2,193,000, about equally divided between the old Title I and former public service titles of II and VI. During this period there were 1,287,000 new enrollees, and 1,032,500 who were terminated [William Schickler, 1978].

The chart on page 42 shows on-board end-of-quarter enrollment for Fiscal Years 1974 through 1978 in major CETA programs, as well as projections for FY'79 under the 1978 CETA amendments.

The great rise in enrollment during FY'78 is attributed to the President's economic stimulus program which provided more placements in public service employment, and to the implementation of Youth Employment and Demonstration Acts programs.

Participant characteristics for the first three quarters of FY'78 in the former Titles I, II, and VI combined included the following [W. Shickler, 1978]:

	Characteristic	Percentage
Sex	Male	55.5%
	Female	45.5
Ethnic	Black	29.9
	White (incl. Hispanics)	61.8
	Others	8.3
Age	Under 22	35.2
	22-44	54.0
	45-54	6.5
	Over 55	4.3
Disadvantaged		78.0

The ratio of males to females during this period was nearly equal under Title I; Title II and VI programs showed greater disparity in favor of the males (44.7% females in Title II, and 37.2% females

in Title VI). All three titles however, have shown a gradual move toward equalization in this regard since CETA's inception, and as compared to previous categorical programs. The percentage of Blacks and other minorities has steadily increased in Title VI programs since FY'75. In Titles I and II (now Title II), however, this percentage has declined by several points.

In these three programs, there was a general trend toward an older and better educated group of participants. This trend has been offset, however, by the implementation of the newer youth programs, and by the expansion of the Job Corps, under different titles.

The percentage of disadvantaged persons has remained fairly constant since FY'75, with the largest proportions historically in the former Title I. Reliability of comparisons is not high, however, as the definition of "economically disadvantaged" used under CETA changed in FY'77. Data do indicate, however, that the percentage of economically disadvantaged persons has increased in public service employment in recent years. This percentage will of necessity rise again very significantly during FY'79 and thereafter, due to mandates of the 1978 amendments.

Table 3, starting on page 46, details participant eligibility requirements of the 1978 CETA amendments, by title. Additionally, it lists participation duration limitations and provisions regarding wages and allowances in that Act.

A number of "significant segments" of the population are stipulated for service under CETA, not only under Title III national programs, but also for special consideration by prime sponsors. These include low income persons, handicapped individuals, middle aged and older workers, persons of limited English-speaking ability, those who lack credentials and/or require basic and remedial skill development, disabled or Viet Nam era veterans, offenders, displaced homemakers, public assistance recipients, youth, single parents, women, and other groups to be determined by the Secretary of Labor.

Prime sponsors are directed to provide special services for these groups, and may establish performance and placement goals for them. They also must determine priorities for service under Title II to assure service to those most in need, to be based on locally determined factors such as "employment status, household status, level of employability development, handicap, veteran status, age, race,

sex, or other criteria deemed viable by the prime sponsor" [CETA, 1978, Title I, Sec. 103 (b) (12)].

A prime sponsor's funding may be revoked for "failing to make opportunities available equitably among the significant segments of the population of the area it serves." Such equity is to be achieved by giving consideration to the relative numbers of eligible persons in each segment. Prime sponsors may be in a double bind, however, by the following CETA clause: "No person shall be excluded from participation in, denied the benefits of, subjected to discrimination under, or denied employment in the administration of or in connection with any such program because of race, color, religion, sex, national origin, age, handicap, or political affiliation or belief" [CETA, 1978, Title I, Sec. 132 (a)].

Table 3

SUMMARY OF ELIGIBILITY, DURATION AND WAGE PROVISIONS
of the 1978 CETA AMENDMENTS

TITLE	PROGRAM	ELIGIBILITY REQUIREMENTS	DURATION LIMITATIONS	WAGES AND ALLOWANCES
I	General Provisions (for entire Act)	Work experience is only for those who need assistance in becoming accustomed to basic work requirements to be able to compete successfully in the labor market.	No persons may participate in a CETA program over 30 mo. in a 5-yr. period.	PSE wages may not exceed $10,000 per yr., adjusted upward by ratio that local wages bear to the national average, but not over $12,000. Average PSE wages for each prime sponsor must not exceed $7,200, adjusted to local wages.
		Only residents living within prime sponsors' areas may be PSE employees. They may not have voluntarily quit a job paying at least minimum wage within last 6 mo.	Work experience programs must not exceed 1,000 hrs. for any person (other than in-school youth) for any year, and not over 2,000 hrs. in a 5-yr. period.	Those receiving training receive allowances. Amount set by the Secretary. The allowance, when added to unemployment compensation, must not be less than minimum wage. Except those receiving allowances under youth programs, incentive allowance of not over $30 per wk. may be paid.
		No participant may be an alien not admitted for permanent residence or has not been authorized by the Attorney General to accept employment.	No person may be paid wages for PSE over 78 weeks in a 5-yr. period.	PSE participants are paid the higher of: a) Federal minimum wage/ b) State or local minimum wage/ or c) prevailing wages for similar occupations.
				OJT participants must be paid wages set by the Secretary, but no less than applicable Federal, State, or local minimum wage.
				Work experience participants must not be paid less than Federal, State or local minimum wage. (continued)

Table 3 (cont 'd)

TITLE	PROGRAM	ELIGIBILITY REQUIREMENTS	DURATION LIMITATIONS	WAGES AND ALLOWANCES
I (cont'd)				Laborers and mechanics must not be paid less than prevailing rates for such work in the locality.
II	Training Programs and Services (except upgrading and retraining)	Participants must be economically disadvantaged and either unemployed, underemployed, or in school.		
	Upgrading	Participants must have been operating at less than their full skill potential, primarily in entry level positions with little normal advancement opportunities. Selection to be based on potential and lack of advancement availability.		Compensation to be paid by employers at rates deemed reasonable by the Secretary, considering several factors, but not at rates less than received before upgrading.
	Retraining	Participants must have previously received a bona fide notice of impending layoff, and have been determined to have little opportunity to be employed in the same or equivalent occupation in the labor market area.		
	Public Service Employment (PSE)	Participants must be economically disadvantaged and have been unemployed for 15 or more wks. or on welfare.		Wage supplementation is prohibited.
IV	Youth Incentive Entitlement Projects	Participants must be ages 16-19 inclusive, the income of whose family must be at or below the poverty level. May also include youth ages 19-25 who have not received their high school diploma.	Part-time employment may not be less than 6 mo. or more than 9 mo. Full-time employment during the summer must not last less than 8 wks.	Rates of pay must be no less than the higher of: a) Federal minimum wage or, for 14-15 yr. olds, the wage provided in the Fair Labor Standards Act; b) State or local minimum wage or, for 14-15 yr. olds, that provided by State/local law; or c) prevailing rates of pay except in specified circumstances.
	Youth Community Conservation & Improvement Projects	Participants must be ages 16-19 inclusive, and unemployed.	No person may participant over 12 mo., except as prescribed by the Secretary.	

Table 3 (cont'd)

TITLE	PROGRAM	ELIGIBILITY REQUIREMENTS	DURATION LIMITATIONS	WAGES AND ALLOWANCES
IV cont'd	Youth Employment and Training Programs	Participants must be unemployed, underemployed, or in school; ages 16-21 inclusive or in school and ages 14-15 if authorized. In most cases, participants must be from families with incomes of 85% or less of the lower living standard income level.		Same as above.
	Job Corps	Participants must be economically disadvantaged and (1) either unemployed, underemployed or in school and (2) either 16-21 inclusive, or if authorized, aged 14-15 inclusive	No person may participate over 2 yrs., except as the Secretary may authorize in special cases.	Personal allowances for FY79 may not exceed $60 per mo. for first 6 mo. and not over $100 per mo. thereafter. A readjustment allowance of not over $100 per mo. may be paid for program completers. After FY79 the Secretary may increase the personal and readjustment allowances
	Summer Youth Program	Same as Job Corps		
VI	Countercyclical Public Service Employment Program	Participants must have been unemployed for at least 10 of the last 12 wks. or on welfare, and have come from a family whose income does not exceed 100% of the BLS lower living standard budget.	50% of the funds may only be used for projects of limited duration (18 mo. with a possibility to extend in some cases).	In most cases, wage supplementation cannot exceed 10% of the prime sponsor's total grant.
VIII	Young Adult Conservation Corps	Participants must be unemployed, ages 16-23 inclusive, U.S. citizens or lawfully admitted refugees or parolees and capable of carrying out Corps work.	A person must not participate over 12 mo. total, either in one continuous period, or in up to 3 periods that total 12 mo.	The Secretary shall establish standards for wages at least as much as those required by the Fair Labor Standards Act.

During the first three quarters of FY'78, 41 percent of the terminated participants in the former titles I, II and VI entered unsubsidized employment and 20 percent returned to school or entered other training programs [W. Shickler, 1978]. Thirty-nine percent dropped out or were dismissed, compared to 30 percent in FY'77 and 32.5 percent in FY'76. [U.S. DOL, "Employment and Training Report of the President," 1978].

Hundreds of analyses have been carried out regarding specific employment and training programs, in an attempt to ascertain the effects of such programs on their participants. These studies generally suffer from various shortcomings and do not provide a solid foundation for further study. A discussion of these studies and an analysis of the general issue are included in a recent publication of the National Commission for Manpower (Employment) Policy. Generally, these studies indicate positive employment and wage outcomes [B. Schiller, 1978].

A Continuous Longitudinal Manpower Survey (CLMS) is currently being conducted by the Census Bureau for the Department of Labor. It is to provide a data base for detailed analysis of the relative effectiveness of CETA programs. Information from participants is obtained by interview during the

9th, 18th, and 36th months after entry. The first findings of the CLMS indicated that participants in adult-oriented CETA programs had more employment and earnings after the program than before. Among the data compiled was that the average earnings gain for all participants during the first quarter after leaving the program was 30 percent over the earnings of the first quarter before entering the programs [ETA Interchange, August 1978].

CETA PROGRAMS

The CETA amendments provide some guidelines for prime sponsors on employment and training programs to be developed and implemented. Among these are:

- They should contribute to the elimination of artificial barriers to employment and occupational advancement;
- They must result in an increase in employment and training opportunities over those which would otherwise be available (there will be no partial or full displacement of any currently employed workers);
- They should contribute to occupational development, upward mobility, development of new careers, and overcoming sex-stereotyping;
- Training programs may not be offered unless there is a reasonable expectation of sufficient employment opportunities in the occupation for which persons would be trained;

–Public Service employment should be offered in areas likely to expand in the public or private sector; and,

–Prime sponsors are encouraged to develop liaisons with and utilize the services of Federal, state and local agencies, as well as educational and training organizations, other public and private agencies – after giving due consideration to their effectiveness.

Table 4 on page 52 depicts authorized services and chief funding recipients of CETA's employment and training programs. It is important to note that the law allows, within limitations, for a person to participate in more than one program; this commonly referred to as "coupling."

Of course, diverse programs and projects have been implemented under the various titles of CETA, providing employment and training in a wide range of occupations and skill areas. Those which have been implemented and/or could lend themselves to environmental employment and training will be discussed in the next section.

Table 4

AUTHORIZED SERVICES AND CHIEF FUNDING RECIPIENTS
OF MAJOR CETA PROGRAMS

Title	Program	AUTHORIZED SERVICES								Chief Funding Recipients*
		Classroom Training	On-the-job Training	Upgrading	Retraining	Work Experience	Public Service Employment	Vocational Education	Supportive Services	
II	Services for the Economically Disadvantaged	X	X			X		X	X	PS Gov.
	Upgrading & Retraining			X	X				X	PS
	Tran. Emp. Opp. for the Econ. Disadv. (PSE)	X	X			X	X		X	PS/NAE
III	Special National Programs & Activities	X	X	X	X	X	X		X	Sec. of Labor
IV	Youth Incentive Entitlement Programs	X	X			X	X			Selected PS
	YouthComm. Conser. & Improvement Projects	X	X			X				PS/NAE
	Youth Employment & Training Programs	X	X			X			X	PS/Gov./ NAE/MSFG
	Job Corps	X				X			X	Sec. of Labor

Table 4 (cont'd)

Title	Program	AUTHORIZED SERVICES								Chief Funding Recipients*
		Classroom Training	On-the-job Training	Upgrading	Retraining	Work Experience	Public Service Employment	Vocational Education	Supportive Services	
IV cont'd	Summer Youth Program	X	X			X				PS/NAE
VI	Counter-cyclical PSE Program		X				X		X	PS/NAE
VII	Private Sector Opp. for Econ. Disadv.	X	X	X	X	X			X	PS/NAE
VIII	YoungAdult Conservation Corps					X			X	Sec. of Labor/ Agri./Inter

*Abbreviations used: PS: Prime Sponsors
Gov.: Governors
NAE: Native American Entities
Sec.: Secretary
MSFG: Migrant and Seasonal Farmworkers Groups

PART B — CETA AND ENVIRONMENTAL/ENERGY EMPLOYMENT

CETA AND ENVIRONMENT/ENERGY

The amended Act itself makes frequent mention of the environment and energy fields. The following is a verbatim presentation of each of those portions of the Act in their order of occurrence. The purpose of this listing is to demonstrate that the mechanism for implementing projects of an environmental or energy nature has been set forth by Congress.

TITLE I, Sec. 3 (22)

The term "public service" includes work, including part-time work, in such fields as environmental quality, health care, education, child care, public safety, crime prevention and control, prisoner rehabilitation, transportation, recreation, maintenance of parks, streets, and other public facilities, solid waste removal, pollution control, housing and neighborhood improvements, rural development, conservation, beautification, veterans outreach, and other fields of human betterment and community improvement.

TITLE I, Sec. 121 (m)

Prime sponsors shall provide, where employment opportunities already exist or where there is a reasonable expectation of near-term expansion of such employment potential, employment and training opportunities in the development and use of solar, geothermal, hydroelectric, and other alternative

energy technologies, and conservation, especially those clean, safe renewable resources which may assist communities in resolving energy demand problems, thereby reducing their reliance on conventional nonrenewable fuels. For purposes of this section, solar energy sources has the meaning set forth in section 3 of the Solar Energy Research, Development and Demonstration Act. . ."

TITLE I, Sec. 122 (m)

To the extent feasible, public service jobs shall be provided in occupational fields which are most likely to expand within the public and private sectors, and to the extent compatible with such objectives, shall meet community needs including but not limited to community betterment activities (including rehabilitation of public properties, assistance in the weatherization of dwellings occupied by low income families, demonstration of energy conserving measures including solar energy techniques, removal of architectural barriers to handicapped persons to public facilities, and neighborhood revitalization), education, health care, transportation services, crime prevention and control, and environmental quality control.

TITLE I, Sec. (c) (3)

The Secretary shall facilitate and extend projects for work on the weatherization of low income housing in titles II, III, IV, and VI of this Act, so as to achieve the most efficient match of manpower funds to materials funds. The Secretary shall, in coordination with other appropriate agencies, provide technical assistance and otherwise encourage prime sponsors, serving areas where such projects would contribute to energy savings, to develop and continue

weatherization projects as part of their programs under this Act to best prepare applicants for employment in energy related jobs in unsubsidized employment.

TITLE IV, Part A, Subpart 1, "Youth Incentive Entitlement Projects," Sec. 419 (a), SPECIAL PROVISIONS

Employment and training under this subpart shall develop the participant's role as a meaningful member of the community, and may include employment and training in such fields as environmental quality, health care, education, self-employment, social services, public safety, crime prevention and control, transportation, recreation, neighborhood improvement, rural development, conservation, beautification, and community improvement projects.

TITLE IV, Part A, Subpart 2, "Youth Community Conservation & Improvement Projects," Sec. 422 (4).

"Community improvement projects" means projects providing work which would not otherwise be carried out, including, but not limited to, the rehabilitation or improvement of public facilities; neighborhood improvements; weatherization and basic repairs to low-income housing; energy conservation including solar energy techniques, especially those utilizing materials, and supplies available without cost; removal of architectural barriers to access, by handicapped persons, to public facilities; and conservation, maintenance, or restoration of natural resources on publicly held lands other than Federal lands.

TITLE IV, Part A, Subpart 3, "Youth Employment and Training Programs," Sec. 432 (a) (1) & (2).

The Secretary is authorized to provide financial assistance to enable eligible applicants to provide employment opportunities and appropriate training and supportive services for eligible participants, including -

1) useful work experience opportunities in a wide range of community betterment activities such as rehabilitation of public properties, assistance in the weatherization of homes occupied by low-income families, demonstrations of energy-conserving measures, including solar energy techniques (especially those utilizing materials and supplies available without cost), park establishment and upgrading, neighborhood revitalization, conservation and improvements, removal of architectural barriers to access, by handicapped individuals, to public facilities, and related activities. . . .

2) productive employment and work experience in fields such as education, health care, neighborhood transportation services, crime prevention and control, environmental quality control (including integrated pest management activities) preservation of historic sites, and maintenance of visitor facilities;

TITLE IV, Part B, Job Corps, Sec. 456 (a)

The centers shall include Civilian Conservation Centers, located primarily in rural areas, which shall provide, in addition to other training and assistance, programs of work experience to conserve, develop, or manage public natural resources or public recreational areas or to develop community projects in the public interest.

TITLE VIII, Sec. 804 (a), "Activities of the Corps"
(Youth Community Conservation Corps)

Consistent with each interagency agreement, the Secretary of the Interior or Agriculture, as appropriate in consultation with the Secretary of Labor shall determine the location of each residential and nonresidential Corps center. The Corps shall perform work projects in such fields as -

1) tree nursery operations, planting, pruning, thinning, and other silviculture measures;
2) wildlife habitat improvements and preservation;
3) range management improvements;
4) recreation development, rehabilitation, and maintenance;
5) fish habitat and culture measures;
6) forest insect and disease prevention and control;
7) road and trail maintenance and improvements;
8) general sanitation, cleanup, and maintenance;
9) erosion control and flood damage;
10) drought damage measures;
11) other natural disaster damage measures; and,
12) integrated pest management, including activities to provide the producers of agricultural commodities with information about the appropriate amount of chemical pesticides which, when used in conjunction with non-chemical methods of pest control (A) will provide protection against a wide variety of pests, (B) will preserve to the greatest extent possible the quality of the environment, and (C) will be cost effective.

Sec. 5 Reports (b)

The Secretary shall develop methods to ascertain, and shall ascertain annually, energy development and conservation employment impact data by type and scale of energy technologies used. The Secretary shall present the best available data to the Secretary of Energy, the Secretary of Housing and Urban Development, and the Director of the Office of Management and Budget as part of the budgetary process and to the appropriate Committees of Congress annually.

UTILIZATION OF CETA BY ENVIRONMENTAL AGENCIES

The preceding sections have explained the tenets of CETA in general, the mode of operation of CETA, and those portions of the Act which particularly lend themselves to environmental and energy employment and training. This portion of the monograph will focus specifically upon four aspects of CETA's application toward the achievement of environmental/energy goals.

That the largest segment of CETA public service function has been concerned with environmental or energy projects, will be considered first. The discussion of this functional breakdown will be followed with numerous examples of projects which have already been operative, and a few which, at the time of reporting, were proposed. Environmental or energy employment and training is nothing new to CETA, as may be noted from the listing of project titles (later in this section) and the proportion of functions which are concerned with environmental quality. The reader is asked to observe the considerable breadth in the kinds of tasks which are performed. It is hoped that this will spark the imagination of agencies which are

seeking ways of implementing projects similar to the ones shown in this segment.

Next under consideration is the difficult task of identifying environmental needs within a given community, and, further, the procedure for translating those needs from ideas into operational projects. In his May 23, 1977 environmental message, President Carter stated, "I believe environmental protection is consistent with a sound economy. Previous pollution laws have guaranteed more jobs than they have cost." There is a fundamental need to identify the areas which should be emphasized in the effort to train the workforce to the specifications of the workforce demand.

Related to identifying the requisites of the community at large, is the need to align the various jobs within a given project with the talents that already exist within the workforce. Respective of this, the concept of an Occupational Matrix will be discussed. A matrix of this kind offers a schemata of environmental areas correlated with the occupational areas traditionally recognized within each broad category, and then a further analysis and correlation of the educational and/or experiential attainment which is associated with each of the jobs listed is provided.

Finally, this section attempts to present a wholistic perspective of what CETA has to offer the field of environmental/energy training and employment, and vice versa.

ENVIRONMENT/ENERGY – FAMILIAR TOPICS TO CETA

According to a study which was summarized in the ETA Interchange (August, 1977), 3,313 Public Service Employment projects, out of a total of 8,000 such projects, have been analyzed for function, administration, duration, and participants. Approximately 75 percent of these 3,313 are administered by public agencies, and 25 percent by private not-for-profit organizations. Most of these projects have a duration of eight months – 34 weeks. An average of eight persons participate in each – 22,551 participants in all. The same study represented public service functions as follows in Table 5.

TABLE 5

FUNCTIONS OF PUBLIC SERVICE EMPLOYMENT PROJECTS

PUBLIC SERVICE FUNCTION	PERCENT OF PROJECTS
Environmental Quality	17%
Public Works	16
Education	14
Parks and Recreation	12
Social Services	12
Housing	6
Health and Hospitals	5
Transportation	4
Fire Protection	3
Arts	2
Law Enforcement	2
Miscellaneous	7

The ETA Interchange study (August, 1977) continues by categorizing the jobs included in each project further. It was found that 81 percent of the jobs were non-supervisory in nature; the remaining 19 percent – supervisory. Following in Table 6 are the kinds of work being done:

TABLE 6

OCCUPATIONAL SKILL ANALYSIS
OF PUBLIC SERVICE EMPLOYMENT

TYPES OF WORK	PERCENT OF PARTICIPANTS
Maintenance	36%
(Indoor)	(10)
(Outdoor)	(24)
(Weatherization)	(2)
Community Services	33
Professional, Technical, Managerial	13
Clerical and Office Work	9
Conservation	7
Arts	1
Teaching/Instructing	1

It is valuable to note that 17 percent of the functions are classified as environmental and 12 percent as park and recreation. Often times, although not in name, jobs classified in the latter category are actually environmental in nature. A search of the Title VI files shows us, too, that Public or Social category projects are sometimes environmental in spirit, if not in name.

Table 5 presents an undeniable statement that environmental quality enjoys priority status in effect,

if not intent, among public service functions. The words "environmental quality" allow little insight as to the definition of the services performed, thus, they mean different things to different people. In the U.S. Department of Labor in Washington, D.C., is located a filing of Title VI projects containing information forms which show a variety of items, e.g., name of prime sponsor, duration of the project, title of occupations required, etc. (Sample form in Appendix D). NFRC researchers were offered access to those files.

A companion study to this one offers interested readers detailed information specific to that file search. For our purpose here, it suffices to note the range of tasks, endeavors which are considered by prime sponsors to be environmental. Among those grouped under that title were those which were designed to clean cemeteries, paint and refurbish city buildings, weatherize homes of the elderly and low income families, assess water quality, and sundry others. Table 7 presents a random sample of occupational titles and associated duties which were considered to be environmental. Here, it can be seen that there exists a substantial range of types of work that are classified by prime sponsors as environmental.

TABLE 7

TITLE VI ENVIRONMENTAL CATEGORY
JOB TITLES AND CORRESPONDING DUTIES

JOB TITLES	DUTIES
Drafter Aide	Aerial Photo Indexing & Cataloging
Solid Waste Clean Up	Clean Up of Illegal Solid Waste Disposal Sites
Child Art Specialist	Conduct Children's Art Program during summer
Utility Worker	Water Channel Improvement
Engineering Trainee	Watershed Erosion and Conservation Management
Recycling Program Aide	Community Recycling Outlet Management
Sanitation Trainee	Water Table Monitoring
Administrative Assistant	Resource Conservation
Carpenter/Handyman	Prepare New School for Opening
Researcher	Land Use Planning
Experimental Biology Aide I	Evaluate and Control Rodent Population
Educational Asst.	Conduct Energy Information Center
Painter	Painting Schools
Instructional Asst.	Conduct Energy Information Center
Utility Worker II	Weed Control
Analyst	Analyze Availability of Low-Moderate Income Housing
Conservation Aide	Technical Assistance in Erosion Control Project
Researcher	Solid Waste Composition Analysis

JOB TITLE	DUTIES
Maintenance	Lagoon and Water Source Improvement
Weatherization Aide	Home Weatherization Project
Naturalist Trainee	Environmental Education for Public
Handyman	Clean and Reapir Bus Stop Shelters
Farmer Trainee	Learn Farming/Gardening Skills
Highway Worker	Snow/Ice Removal and General Road Maintenance
Park and Recreation Laborer	Park and Recreation Site Beautification
Laborer	Cemetery Clean Up

It is well to remember that prime sponsors are not required to send the aforementioned project information forms to Washington; rather, they must file project information with their Regional Department of Labor ETA representative. Federal representatives then have the option to involve themselves as they deem necessary in the details of specific projects. As previously mentioned, this involvement is subject to considerable variance among Federal representatives.

A 1975 study which was conducted by National Field Research Center [E.G. Nielsen] offers a list of occupational titles that were identified from

CETA plans which had been placed in the environmental category. This list follows in Table 8:

TABLE 8

SUMMARY OF ENVIRONMENTAL SLOT-INS FOUND IN CETA PLANS *

AIR POLLUTION	
Air Pollution Trainee	Clean Air Department Worker
CONSERVATION	
Conservation Aide	Soil Conservation Aide
Conservation Laborer	Soil Conservation - Surveying Aide
ENVIRONMENTAL MAINTENANCE AND BEAUTIFICATION	
Beautification Laborer	Beautification Supervisor
Forestry Aide	Forestry Supervisor
Groundsman	Landscape Beautification Aide
Landscape Laborer	
Parks Department Laborer	Parks Department Aide
Urban Beautification Aide	Parks Maintenance Supervisor
ENVIRONMENTAL RESEARCH	
Lab Aide	Lab Assistant
MISCELLANEOUS	
Apprentice Biological Technician	Consumer Service Representative
Engineering Aide	Engineering Draft Technician
Engineering Technician	Environmental Aide
Environmental Control Assistant	Environmental Health Educator
Environmental Health Specialist	Environmental Health Technician
Environmental Improvement Laborer	Environmental Quality Inspector
Mechanical Engineer	Local Government Liaison Worker
Planning Technician	Nuisance Control Worker
	Pollution Abatement Aide
	Environmental Quality Technician

PESTICIDES

Fire Ant Exterminator
Mosquito Control Inspector
Mosquito Sprayer
Pesticides Control Worker
Mosquito Control Aide
Mosquito Control Operator
Parks Sprayman

PUBLIC WATER

Hydraulic Technician
Water Department Laborer
Water Engineering Aide
Water Pollution Control Apprentice
Water Service Man
Utility Man
Water Department Trainee
Water Meter Reader
Water Pollution Control Technician

SOLID WASTE AND SANITATION

Bulldozer Operator
Equipment Operator
Garbage Collector Foreman
Incineration Plant Operator
Refuse Collector
Sanitary Aide
Sanitation Code Inspector
Sanitation Department - Adm. Asst.
Sideman
Solid Waste Superintendent
Trash Collection Laborer
Dump Truck Operator
Garbage Collector
Heavy Equipment Operator
Recycling Director
Sanitarian Technician Officer
Sanitary Landfill Operating Technician
Sanitation Crewman
Sanitation Inspector
Trainer - Recycling Project
Solid Waste Laborer

SUPPORT

Clerk Typist
Messenger
Typist
Duplicating Machine Operator
Stenographer

WASTEWATER

Chemical Treatment Operator
Sewage Disposal Plant Operator
Sewer Plant Attendant
Utility Man - Sewage Treatment
Wastewater Trades Trainee
Filtration Plant Attendant
Sewage Maintenance Man
Sewage Inspector
Wastewater Treatment Plant Operator
Wastewater Treatment Operator - Aide

Wastewater (cont'd.)

Water Plant Helper
Water & Sewer Technician
Water Treatment Plant Operator
Water Treatment Plant Operator - Helper
Water & Sewer Sanitation Specialist
Water & Sewage Trainee
Water Treatment Plant Operator Apprentice

***NOTE: Many of these titles were found in many plans. Titles not obviously environmental in nature were stated to be environmental in the plans.**

It has already been mentioned that NFRC researchers were offered access to the Title VI CETA files which are in the U.S. Department of Labor in Washington, D.C. While these files were not purported to be complete, they did offer the opportunity to observe the types of jobs which were considered to be environmental.

Environmental projects have long been a part of CETA. This relationship dates back to the days of CETA's inception. It is appropriate to consider a sample of current and proposed CETA projects at this time. Provided are the titles, durations, numbers of participants, and any unique features that the literature allowed. As much information as was available and pertinent is included.

The listing is intended to offer a sample of what some prime sponsors have accomplished in

utilizing CETA for environmental/energy purposes. It is not intended that it be used as or considered as a manual of all that has been done in the environmental context. It is hoped that the reader will be able to project the needs and features of her/his own community or agency in the place of the prime sponsor who carried out the project or activity, and ultimately see themselves becoming involved in projects of similar kind of motive, or original ones not discussed in this monograph.

TABLE 9

TITLE VI - SAMPLE ENVIRONMENTAL PROJECTS

PRIME SPONSOR:	Inland Manpower Association, CA
PROJECT TITLE:	Solar Energy Project
DURATION:	12 Months STATUS: Operational
NUMBER OF PARTICIPANTS:	30
PURPOSE:	To train CETA participants in the practical application of solar technology by working on public housing and greenhouses.

PRIME SPONSOR: Jackson Manpower Consortium, MS

PROJECT TITLE: Jackson Bikeways System Development Plan

DURATION: 6 months STATUS: Operational

NUMBER OF PARTICIPANTS: 12

PURPOSE: To develop bicycle routes to encourage their use as alternative transportation, facilitate recreational use, and improve bike safety

---

PRIME SPONSOR: Missouri Balance of State, MO

PROJECT TITLE: Home Improvement Project

DURATION: 12 months STATUS: Operational

NUMBER OF PARTICIPANTS: 10

PURPOSE: To provide assistance in energy conservation to low income families

---

PRIME SPONSOR: Monroe County, NY

PROJECT TITLE: Nature Trails Development

DURATION: 12 months STATUS: Proposed

NUMBER OF PARTICIPANTS: 20

PURPOSE: To develop five miles of nature trails having special provisions for the handicapped and elderly

---

PRIME SPONSOR: North Carolina Balance of State, NC

PROJECT TITLE: Shellfish Rehabilitation

DURATION: 8 months STATUS: Proposed

NUMBER OF PARTICIPANTS: 17

PURPOSE: To move 50,000 bushels of shellfish from polluted waters, where they cannot be harvested for human consumption, to clean waters where they will purify themselves

---

PRIME SPONSOR: North Carolina Balance of State, NC

PROJECT TITLE: Witchweed and Fire Ant Control

DURATION: 7 months STATUS: Proposed

NUMBER OF PARTICIPANTS: 74

PURPOSE: To locate and control spread of witchweed, a parasitic crop attacking plant, and fire ants, poisonous insects with toxic stings

---

PRIME SPONSOR: Rockingham/Stafford Consortium, NH

PROJECT TITLE: Cocheco River Cleanup

DURATION: 12 months STATUS: Proposed

NUMBER OF PARTICIPANTS: 55

PURPOSE: To improve recreational use of Cocheco River by cleaning it of debris and seeding and grading river banks

PRIME SPONSOR: Rural Minnesota CEP, MN

PROJECT TITLE: Otter Tail Trails Association

DURATION: 12 months STATUS: Proposed

NUMBER OF PARTICIPANTS: 14

PURPOSE: To develop snowmobile trails as part of area wide effort to promote winter tourism and to lay the groundwork for a system of cross-country trails

---

PRIME SPONSOR: St. Lawrence County, NY

PROJECT TITLE: Woodlands Improvement

DURATION: 7 months STATUS: Operational

NUMBER OF PARTICIPANTS: 61

PURPOSE: To thin state and county forest lands to increase value and growth potential of remaining timber; felled trees are cut for fuel and sold to the community at large

---

PRIME SPONSOR: South Dakota Balance of State, SD

PROJECT TITLE: Weatherization

DURATION: 6 months STATUS: Operational

NUMBER OF PARTICIPANTS: 14

PURPOSE: To provide basic, low-cost improvements to 283 low-income persons to enhance energy efficiency

---

PRIME SPONSOR: Texas Balance of State, TX

PROJECT TITLE: Alpine and Green Belt Creek Flood Control

DURATION: 12 months STATUS: Operational

NUMBER OF PARTICIPANTS: 14

PURPOSE: To provide flood control and to develop the creek bank as a green belt and recreational area

---

PRIME SPONSOR: Union County, NJ

PROJECT TITLE: Winterization

DURATION: 12 months STATUS: Proposed

NUMBER OF PARTICIPANTS: 24-28

PURPOSE: To winterize 145-150 homes of low-income and elderly people

---

Tables 7, 8 and 9 show that CETA has been utilized by communities variously in an environmental capacity. Workforce qualification requisites varied widely from those having little or no prior technical experience to those needing a post-secondary training program in a specific technical area. A single project may hold slots for several CETA participants. It may be that some of the occupations which are needed for the successful implementation and completion of a given project

are not inherently environmental, (e.g., clerical, labor, etc.), but that the intent and focus of the entire project is indeed environmental, and thus, so are those jobs.

PROPOSING AN ENVIRONMENTAL PROJECT

Agencies wishing to prepare a proposal for environmental projects in their own communities must first identify and be prepared to defend the merit of their proposed endeavor. Legislation has indicated many tasks within communities which must be achieved, the Resource Conservation and Recovery Act or the Clean Air Act Amendments of 1977, for instance. There are many pressures brought to bear on a community to comply with laws such as those, but often they are confronted with already tight budgets for delivery of essential services (e.g., police, fire protection, etc.).

The prospect of freeing some of those slots that essential servants now hold for the performance of environmental or energy tasks seems to them an excessive pressure, and further, an extravagance; yet we find that CETA is not always utilized to its maximum potential. Potential slots many times sit unfilled. Prime sponsors must act with imagination and foresight, but it is a task they cannot be

expected to achieve alone; they need the guidance and encouragement of the environmental and energy experts in the respective agencies. CETA offers the environmental/energy agency a ready and willing workforce for the asking, provided the proper and most persuasive approach is employed (discussed in part in MODE OF OPERATION).

Agencies wishing to prepare a proposal for environmental projects in their own communities must systematically identify and justify the need for the project, prepare a detailed work plan including an itemization of the project intent, duration, number and nature of participants, and salary requirements for participants. A list of seven steps which are recommended for procuring funds for a project from a prime sponsor follows:

1) Find out who your prime sponsor is. By writing to the State Manpower Services Council for your State it will be possible to determine who the prime sponsor is in your locality.

2) Find out who the prime sponsor's CETA planner is and make an appointment to meet with this planner. This is the key person with whom one needs to deal. When making the appointment, it should be stated that the purposes of your requested meeting are:
   a) to introduce your agency;
   b) to determine the prime sponsor's funding cycles;

c) to inquire about present CETA programs being funded; and,

d) to discuss future funding possibilities.

3) Become familiar with the CETA program in your area. Understand how CETA works in the local political system.

4) Find out the CETA funding process for your area and the method for submitting your funding application.

5) Complete and submit the application.

6) Be visible and active on a year-round basis.

7) Find out about other CETA funding possibilities.

[Source: CETA and Environmental Employment - A Handbook for Promoting State and Local Cooperation. Prepared by the U.S. Environmental Protection Agency, Office of Federal Activities, Environmental Coordinating Team, July 1978].

OCCUPATIONAL SEMANTICS

Frequently, an occupational title offers little indication as to what skills may be safely assumed to be inherent. This lack of clarity confronts workforce planners with a tremendous challenge. Many more occupational fields that are concerned with environment and energy are being initiated as a result of the increased legislation of a related nature. In the fields which are certified occupations, there

can be the assumption that a person with a given certificate will possess certain skills and experience which equips her/him for that job. Noncertified environmental/energy occupations do not typically enjoy that degree of understanding.

There are few such attempts of clarification of environmental/energy occupational semantics in the offing. Two will be discussed here, but first it is appropriate to note that it would be extremely beneficial to employers, trainers/educators, planners, and legislators if there were one source which itemized occupational titles alongside of a comprehensive definition of the skills which may be assumed to accompany the title, the training and experiential backgrounds needed for entry into that particular job, and a promotional sequence using the appropriate titles. A source or dictionary of this nature might assist in the clarification of specific occupations in a manner not unlike the assumed preparations that entry into a certified profession guarantees.

OCCUPATIONAL MATRIX: The environmental/energy workforce planner could derive help from a tool entitled Occupational Matrix. This matrix, as developed by Dr. Kenneth Weaver of NFRC, is a schemata consisting of an environmental category,

e.g., air, water, solid waste, etc., alongside gradations from the least education needed to the most education needed for jobs in each particular area. Within each gradation appears the occupational title which most appropriately fits. The Occupational Matrix follows in Table 10:

TABLE 10

OCCUPATIONAL MATRIX

ENVIRONMENTAL CATEGORY	MOST EDUCATION NEEDED			LEAST EDUCATION NEEDED
WATER	Engineer Toxicologist Chemist Oceanographer Biologist	Mechanical Tester Analyst	Lab Technician	Attendant Equipment Operator
WASTE WATER	Urban & Rural Planner Engineer Soil Conservationist	Analyst		Treatment Plant Operator Equipment Operator
SOLID WASTE	Agronomist Sanitation Planner Geologist	Solid Waste Systems Mgr.		Sanitary Landfill Equipment Operator Incinerator Plant Attendant
AIR		Environmental Inspector Technician Mechanical Tester	Investigator	Attendant
PESTICIDES	Entomologist Toxicologist Epidemiologist		Agriculture	Applicator
OTHER	Nuclear Technician	Food		Wildlife Attendant

Considerable detail could be added to the matrix. For instance, it could be subcategorized so that more specific information could be affixed to each category. Ultimately, it could be expanded so that specific training levels could be shown, rather than only having comparative levels of education. This would be useful in the development of concise conceptualizations of what a particular occupational title implies.

ENVIRONMENTAL CAREERS: The U.S. EPA produced a bulletin entitled "Career Choices: Working Toward a Better Environment." This source, and others of a similar kind, would be an excellent reference for beginning the expansion of the Occupational Matrix. The bulletin indicates a general environmental area and then lists occupational titles which fit into the respective categories. With the initial portion of the list it also indicates roughly how much educational preparation is required for entry into that particular career. Following the detailed list is one which offers only the occupational title, but it may be assumed that the same broad range of background experience and training as the preceding entries is necessary for those occupations. This listing follows in Table 11.

TABLE 11

ENVIRONMENTAL CAREERS

– CAREERS IN ENVIRONMENTAL EQUIPMENT OPERATION:

Incinerator Plant Attendant - Some high school and OJT

Wildlife Attendant - Some high school and OJT

Wastewater Treatment Plant Operator - Some high school and OJT

Sanitary Landfill Equipment Operator - 1-2 years technical/ vocational school

Refuse Collector
Power Plant Operator
Sewer Systems Foreman
Water Treatment Plant Foreman
Resource Developer
Recycling Operator
Water Treatment Plant Operator

– CAREERS IN USE OF ENVIRONMENTAL TECHNOLOGY:

Environmental Inspector - 2-3 years technical school or college

Nuclear Technician - 2-3 years technical school or college

Mechanical Tester - 2-3 years technical school or college

Food and Drug Inspector
Health Monitor
Horticultural Technician
Land-Use Technician
Biological Technician
Physical Science Technician
Resource Conservation Technician
Environmental Inspectors (Environmental Technicians, Environmental Inspectors and Monitors, Environmental Testers)

– CAREERS IN ENVIRONMENTAL TECHNOLOGY AND EDUCATION:

Teacher - 4-5 years for secondary; 5-7 years for college

Environmental Engineer - 4+ years college

Noise Control Specialist - 2-7 years technical study (subtopic include: engineering, architecture, health, urban planning, law, etc.)

Physician - 8 years including college, medical school and internship

Psychologist - 5-7 years college and graduate school

Sanitarian - 4 years college

Toxicologist - 5-7 years college and graduate school

Urban Planner - 6 years college and graduate school

Soil Conservationist - 4 years college

Aeronautical Engineer	Chemical Engineer
Combustion Engineer	Electrical Engineer
Civil Engineer	Geological Engineer
Hydraulic Engineer	Industrial Engineer
Mechanical Engineer	Mining Engineer
Nuclear Engineer	Field Health Officer
Park Ranger	Architect
Landscape Architect	Fish and Game Warden
Forester	Range Manager
Water shed Manager	Wildlife Manager

(Environmental Educators, Environmental Engineers, Environmental Health Services, Environmental Planners, Natural Resource Managers)

– CAREERS IN ENVIRONMENTAL SCIENCE AND RESEARCH:

Aquatic Biologist - 5-7 years college and graduate school

Entomologist - 5-7 years college and graduate school

Physiologist - 5-7 years college and graduate school

Agronomist - 5-8 years college and graduate school

Epidemiologist - 10 years college and medical school

Geologist - 4-7 years college and graduate school

Meteorologist - 5 years college and graduate school

Oceanographer - 5-7 years college and graduate school

Sociologist - 5-7 years college and graduate school

Writer - 4-5 years college

Lawyer - 7 years college and law school

Biochemist
Biostatistician
Geneticist
Bacteriologist
Animal Ecologist
Pharmacologist
Agriculturalist
Forest Ecologist
Astronomer
Assayer
Hydrographer
Mineralogist
Seismologist
Anthropologist
Geographer
Statistician

Biophysicist
Cytologist
Microbiologist
Pathologist
Animal Husbandry Specialist
Zoologist
Botanist
Horticulturalist
Chemist
Geophysicist
Metallurgist
Physicist
Soil Scientist
Economist
Mathematician

(Life Scientists, Physical Scientists, Social and Behavioral Scientists)

COMMENTARY

Congress has recognized and allowed for the potential benefit of an alliance of efforts between CETA and environmental/energy concerns and organizations. Section V of this monograph identified the following excerpts from the Act which provide documentation for this proposed alliance:

TITLE I, SEC. 3 (22)

TITLE I, SEC. 121 (m)

TITLE I, SEC. (c) (3)

TITLE IV, PART A, SUBPART 1, "Youth Incentive Entitlement Projects," Sec. 419 (a), Special Provisions

TITLE IV, PART A, SUBPART 2, "Youth Community Conservation and Improvement Projects," Sec. 432 (a) (1) & (2)

TITLE IV, PART B, JOB CORPS, SEC. 456 (a)

TITLE VIII, SEC. 804 (a), "Activities of the Corps," (Youth Community Conservation Corps)

SEC. 5, REPORTS (b)

The concept of using CETA as a means of accomplishing environmental/energy related objectives is prevalent among prime sponsors. It has been shown that 17 percent of all CETA Public Service projects have an environmental orientation.

It was also pointed out that many more projects would appropriately fall into that category than were labeled so.

Examples of past, current, and pending (as of November 1978) Title VI environmental projects were provided. There was observed an extremely broad range of concerns which were considered to be environmental – from cleaning cemeteries and painting municipal buildings to sampling for water quality and weatherization of homes. **NFRC consultants believe there is benefit to be derived from the establishment of categorical guidelines for use by prime sponsors and U.S. Department of Labor representatives. If such guidelines were developed it would be possible to trace the activities of CETA with a good deal more accuracy and a much enhanced level of clarity.**

The difficulties inherent in environmental/energy workforce planning in general were discussed. It is believed that the lack of generally accepted definitions of occupational titles is a hindrance in carrying out various aspects of given projects. How does one know what credentials to seek in a candidate for employment when attempting to staff a project if one does not know the skills and capabilities associated with one occupation or another?

It is recommended that the development of comprehensive environmental/energy career dictionaries be explored. This would have potential benefit to CETA training facets, to workforce planners, to environmental and energy agencies, to educators, to the private sector, to legislators, and to the persons seeking a particular kind of career.

NFRC recommends that each package of environmental legislation be analyzed, and itemized workplans be derived. This would enhance communities' understanding of what requirements will be expected of them for compliance, and how they may go about meeting the terms of those requirements. Further, it would be beneficial to itemize the workforce necessary to accomplish each objective, and perhaps indicate areas for skilled, semi-skilled, and unskilled workers. Work plans such as these would provide the prime sponsor with a valuable tool for evaluating the merit of proposals which come before them for project funding.

Communities face a complex fiscal and strategic challenge when considering the topics of chronic unemployment and energy/environmental quality. Legislators place tremendous pressure on environmental/energy agencies to assist communities in the solutions to the ever-broadening range of problems associated with compliance. CETA prime sponsors

must select from proposals for funding those projects which serve as many community concerns as can be, and as thoroughly as possible. The alliance between environmental/energy concerns and those of CETA is, therefore, one which must be exploited to the good of each faction. The relationship seems a "Natural."

PART C — ADDENDA

APPENDICES

A. NUMBER OF PARTICIPANTS IN MAJOR CETA PROGRAMS..... 99

B. UNEMPLOYMENT RATES AND POPULATION BY STATE..... 101

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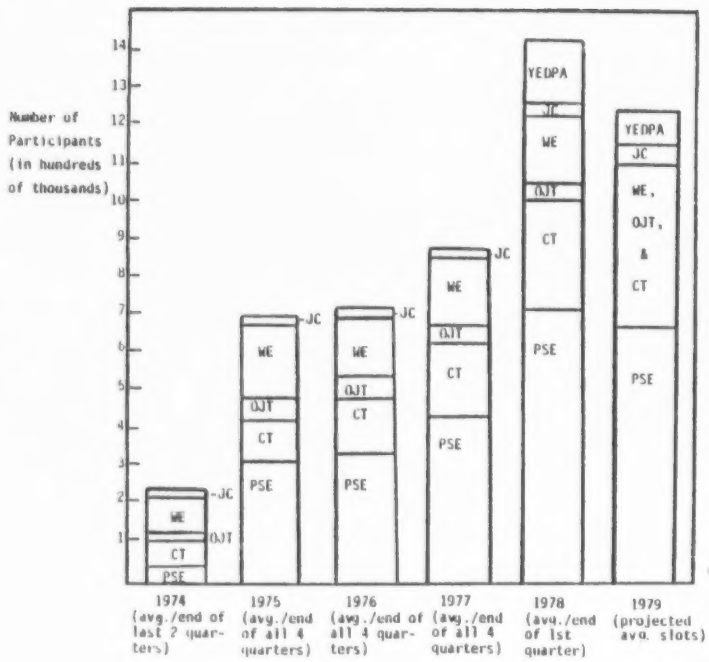
E. LIST OF ALL PRIME SPONSORS FOR 1979..... 107

APPENDIX A

NUMBER OF PARTICIPANTS IN MAJOR CETA PROGRAMS

1974 - 1979



KEY:

PSE = Public Service Employment (Titles II & VI)

CT = Classroom Training (Title II)

OJT = On-the-Job Training (Title II)

WE = Work Experience (Title II)

JC = Job Corps (Title IV)

YEDPA = Youth Employment & Demonstration Projects Acts Programs (Title IV & VIII)

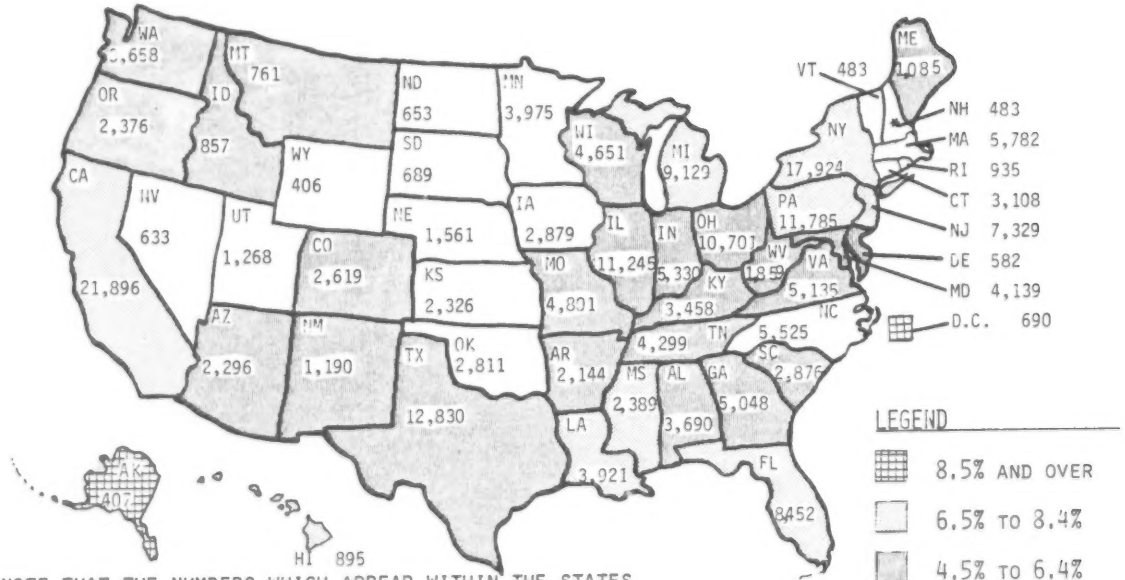
Source for 1974-1978: ETA Interchange "On-Board Enrollments in Employment and Training Programs," and "Youth Employment and Demonstration Acts Programs," August 1978, Vol. IV, No. 8, pp. 4-6.

Source for FY'79: ETA Interchange, "Average Fiscal Year Budgeted Slots - Employment and Training Programs", February 1979, Vol. V, No. 2, p. 3.

*Please note that 1974 - 1978 depict calendar years, while 1979 depicts Fiscal Year.

APPENDIX B

UNEMPLOYMENT RATES AND POPULATION BY STATE, 1978



PLEASE NOTE THAT THE NUMBERS WHICH APPEAR WITHIN THE STATES REFER TO POPULATION IN THOUSANDS.

Sources: Population figures: U.S. Department of Commerce, Bureau of Census, July 1, 1977.
Unemployment figures: U.S. Department of Labor, Bureau of Labor Statistics, October, 1978.

APPENDIX C

NUMBER OF PRIME SPONSORS IN EACH STATE/REGION

REGION	STATES	NUMBER OF PRIME SPONSORS
I	Connecticut	6
	Maine	5
	Massachusetts	9
	New Hampshire	3
	Rhode Island	2
	Vermont	1
	6 states	26
II	New Jersey	22
	New York	30
	Puerto Rico	7
	Virgin Islands	1
	2 states (2 jurisdictions)	60
III	Delaware	2
	District of Columbia	1
	Maryland	5
	Pennsylvania	31
	Virginia	10
	West Virginia	1
	5 states (1 district)	50
IV	Alabama	6
	Florida	21
	Georgia	11
	Kentucky	5
	Mississippi	3
	North Carolina	14
	South Carolina	1
	Tennessee	7
	8 states	68

REGION	STATES	NUMBER OF PRIME SPONSORS
V	Illinois	20
	Indiana	15
	Michigan	23
	Minnesota	10
	Ohio	23
	Wisconsin	10
	6 states	101
VI	Arkansas	3
	Louisiana	9
	New Mexico	2
	Oklahoma	6
	Texas	27
	5 states	47
VII	Iowa	6
	Kansas	5
	Missouri	9
	Nebraska	3
	4 states	23
VIII	Colorado	10
	Montana	2
	North Dakota	1
	South Dakota	1
	Utah	1
	Wyoming	1
	6 states	16

REGION	STATES	NUMBER OF PRIME SPONSORS
IX	Arizona	4
	California	39
	Hawaii	2
	Nevada	3
	American Samoa	1
	Guam	1
	Pacific Islands	1
	Northern Marianas	1
	4 states (4 jurisdictions)	52
X	Alaska	2
	Idaho	1
	Oregon	7
	Washington	8
	4 states	18

SUMMARY: **50 states, 1 district, and 6 jurisdictions**
461 prime sponsors

APPENDIX D

U. S. DEPARTMENT OF LABOR – EMPLOYMENT AND TRAINING ADMINISTRATION

SAMPLE TITLE VI INFORMATION FORMS

TITLE VI GRANT NUMBER_____

PROJECT NUMBER_____

1. Prime Sponsor's Name and Address
2. Project Agency and Address
3. Name of Project

   Purpose of Project and Brief Description of work to be performed
4. Number of Participants to be employed in project
5. Operational Dates
6. Project Public Service Areas ("X" appropriate boxes)

   Educational _____ Health & Hospitals _____
   Transportation ___ Environmental _____
   Creative Arts_____ Recreational & Parks____
   Law Enforcement____Social Services _____
   Fire Protection____Public Works _____
   Housing _____ Other (specify) _____
7. Principle Public Service Job Title(s) and Average Annual Wage(s)

PS JOB TITLE	AVERAGE ANNUAL WAGE

APPENDIX E

PRIME SPONSORS FOR 1979

State	Prime Sponsor
	REGION I
CT	Bridgeport Consortium
	Hartford Consortium
	New Haven Consortium
	Stamford Consortium
	Waterbury City
	Balance of CT
ME	Penobscot/Hancock Consortium
	Cumberland County
	Balance of ME
	Kennebec County
	York County
MA	Boston City
	Emhrda Consortium
	New Bedford Consortium
	Hampden County Consortium
	Worcester Consortium
	Lowell Consortium
	Brockton Consortium
	Fall River Consortium
	Balance of MA
NH	Rockingham/Stafford Consortium
	Hillsborough County
	Balance of NH
RI	Providence City
	Balance of RI
VT	State of VT
	REGION II
NJ	Atlantic County
	Bergen County
	Burlington County
	Balance of Camden County
	Camden City
	Cumberland County
	Elizabeth City
	Balance of Essex County
	Gloucester County
	Hudson County Consortium
	Balance of Mercer County
	Middlesex County
	Monmouth County
	Morris County
	Newark City
	Ocean County
	Balance of Passaic County
	Paterson City
	Somerset County
	Trenton City

State	Prime Sponsor
NJ	(cont'd.)
	Balance of Union County
	Balance of NJ
NY	Albany City
	Balance of Albany County
	Broome County
	Buffalo City
	Chautauqua Consortium
	Chemung County
	Dutchess County
	Erie Consortium
	Hempstead/Long Beach Consortium
	Rochester City
	Balance of Monroe County
	Balance of Nassau County Consortium
	Niagara County
	Oneida County
	Balance of Onondaga County
	Orange County
	Oswego County
	Rensselaer County
	Rockland County
	St. Lawrence County
	Saratoga County
	Schenectady County
	Steuben County
	Suffolk Consortium
	Syracuse City

State	Prime Sponsor
NY	(cont'd.)
	Ulster County
	Westchester Consortium
	Yonkers City
	Balance of NY
	New York City
PR	Bayamon Municipio
	Caguas Municipio
	Carolina Municipio
	Mayaguez Municipio
	Ponce Municipio
	San Juan Consortium
	Balance of PR
VI	Virgin Islands
	REGION III
DE	Delaware Manpower Consortium
	Wilmington City
DC	District of Columbia
MD	Balance of MD
	Baltimore Consortium
	Montgomery County
	Prince George's County
	Western Maryland Consortium
PA	Lehigh Valley Consortium
	Lancaster/Lebanon Consortium
	Bucks County
	Chester County
	Delaware County

State	Prime Sponsor
PA (cont'd.)	
	Montgomery County
	Philadelphia City/ County
	Berks County
	Balance of Lackawanna County
	Scranton City
	Luzerne County
	Schuylkill/Carbon Consortium
	Erie City
	Balance of Eric County
	Balance of Allegheny County
	Pittsburgh City
	Beaver County
	Washington County
	Westmoreland County
	Tri-County Consortium
	Fayette County
	Lawrence County
	Mercer County Consortium
	Southern Allegany Consortium
	Susquehanna Consortium
	York County
	Lycoming Consortium
	Franklin County
	Balance of PA
	Centre County
	Northumberland County
VA	Peninsula Consortium
	Stama Consortium
	Ramps Consortium
	Chesterfield/Henrico Consortium
	Roanoke Consortium
	Arlington County
	Northern VA Manpower Consortium
	Prince William County
	Alexandria City
	Balance of VA
WV	West Virginia Statewide
	REGION IV
AL	Balance of AL
	Birmingham Consortium
	Huntsville Consortium
	Mobile Consortium
	Montgomery Consortium
	Tuscaloosa County
FL	Balance of FL
	Alachua County
	Brevard County
	Broward Consortium
	Miami/Dade Consortium
	Escambia County
	Heartland Manpower Consortium
	Lee County
	Leon/Gadsen Consortium
	NE FL Manpower Consortium
	Okaloosa County

State	Prime Sponsor
FL	(cont'd.)
	Orange County/ Orlando Consortium
	Manatee County
	Marion County
	Palm Beach County
	Pasco County
	Seminole County
	St. Petersburg Consortium
	Sarasota County
	Tampa Consortium
	Volusia County
GA	Balance of GA
	CSRA Consortium
	Atlanta City
	Clayton County
	Cobb County
	Columbus Area Consortium
	Balance of Dekalb County
	Balance of Fulton County
	Mid Georgia Consortium
	Savannah/Chatham Consortium
	Gwinnett County
KY	Blue Grass Manpower Consortium
	Louisville/Jefferson Consortium
	Kenton County
	Balance of KY
KY	(cont'd.)
	Eastern KY Rural CEP
MS	Balance of MS
	Jackson Consortium
	Harrison County
NC	Balance of NC
	Alamance County
	Buncombe County
	Cumberland County
	Charlotte City
	Durham City
	Gaston County
	Greensboro Consortium
	Onslow County
	Raleigh Consortium
	Robeson County
	Balance of Wake County
	Winston Salem Consortium
	Davidson County
SC	SC State Consortium
TN	Balance of TN
	Chattanooga City
	Memphis Consortium
	Balance of Hamilton County
	Knoxville Consortium
	Nashville/Davidson County
	Sullivan County
	REGION V
IL	Chicago City
	Balance of Cook County
	Dupage County

State	Prime Sponsor
IL	(cont'd.)
	Kane County Consortium
	Lake County
	Macon County
	McHenry County
	Rock Island County
	Tazewell County
	LaSalle County
	Rockford Consortium
	Champaign Consortium
	Will/Grundy Consortium
	Sangamon/Cass Consortium
	Madison County Consortium
	St. Clair Consortium
	Peoria Consortium
	Shawnee Consortium
	Balance of IL
	McLean County
IN	Gary City
	Hammond City
	Balance of Lake County
	Elkhart County
	South Bend City
	Balance of St. Joseph County
	Tippecanoe County
	Madison County
	Vigo County
	Indianapolis City
	La Porte County

State	Prime Sponsor
IN	(cont'd.)
	Ft. Wayne Consortium
	Delaware/Blackford Consortium
	Southwestern Consortium
	Balance of IN
MI	Balance of MI
	Flint/Genessee Consortium
	Lansing Consortium
	Region II Consortium
	Grand Rapids Consortium
	Muskegon/Oceana Consortium
	Dearborn City
	Detroit City
	Livonia City
	Warren City
	Bay County
	Berrien County
	Calhoun County
	Kalamazoo County
	Balance of Macomb County
	Monroe County
	Oakland County
	Ottawa County
	Saginaw County
	St. Clair County
	Balance of Wayne County
	Ann Arbor City
	Balance of Washtenaw County
MN	Dakota County
	Balance of Ramsey County
	St. Paul City

State	Prime Sponsor
MN	(cont'd.)
	Quad Counties Consortium
	Region III Consoritum
	Duluth City
	Balance of MN
	MN Rural CEP
	Balance of Hennepin County
	Minneapolis City
OH	Cincinnati City
	Butler County
	Clark County
	Balance of Hamilton County
	Lorain County
	Akron Consortium
	Canton Consortium
	Cleveland Consortium
	Columbus Consortium
	Central Ohio Rural Consortium
	Toledo Consortium
	North East Ohio Manpower
	Balance of OH
	Allen County
	Greene County
	Clermont/Warren Consortium
	Portage County
	Richland/Morrow Consortium
	Scioto County
	Lake County
OH	(cont'd.)
	Ashtabula County
	Dayton City
	Montgomery/Preble Consortium
WI	Outagamie County
	Rock County
	Milwaukee County
	Madison/Dane Consortium
	WOW Consortium
	Winne/Ford Consortium
	Trico CETAC
	Balance of WI
	WI Northwest CEP
	Marathon County
	REGION VI
AR	Central AR Consortium
	Texarkana Consortium AR
	Balance of AR
LA	Rapides Parish
	Baton Rouge City
	Lafayette Parish
	Calcasieu/Jeff Consortium
	Quachita Parish
	New Orleans City
	Jefferson Parish
	Shreveport City
	Balance of LA
NM	Albuquerque Consortium
	Balance of NM

State	Prime Sponsor
OK	Comanche County
	Balance of OK County
	Oklahoma City Consortium
	Balance of Cleveland County
	Tulsa Consortium
	Balance of OK
TX	Texarkana Consortium -TX
	TX Panhandle Consortium
	Capital Area Consortium
	South East Texas Consortium
	Greater Pasadena Consortium
	Cameron County
	Coastal Bend Consortium
	Dallas City
	Dallas County Consortium
	South Plains Consortium
	West Central TX Consortium
	El Paso Consortium
	Ft. Worth Consortium
	Balance of Tarrant County
	Galveston County
	Houston City
	Balance of Harris County
	Central TX Consortium
	Hidalgo County Consortium
	Alamo Consortium
	Region XI Consortium
	North TX State Consortium
	Webb County
	Gulf Coast Consortium
	Eastern TX Manpower Consortium
	Balance of TX
	Permian Basin Consortium

	REGION VII
IA	Balance of IA
	Blackhawk County
	Central IA Regional Consortium
	Linn County Manpower
	Woodbury County
	Scott County Consortium
KS	Balance of KS
	Kansas City Consortium
	Johnson/Leavenworth Consortium
	Wichita City
	Topeka Consortium
MO	Balance of MO
	Springfield City
	Balance of Jackson County
	Kansas City Consortium
	Jefferson/Franklin Consortium

State	Prime Sponsor
MO	(cont'd.)
	St. Louis County
	St. Louis City
	Independence City
	St. Charles County
NE	Balance of NE
	Lincoln City
	Omaha Consortium
	REGION VIII
CO	Adams County
	Arapahoe County
	Boulder County
	Colorado Springs Consortium
	Denver City/County
	Jefferson County Consortium
	Larimer County
	Pueblo County
	Weld County
	Balance of CO
MT	Butte Rural CEP
	Balance of MT
ND	State of ND
SD	SD Statewide Consortium
UT	UT Statewide Consortium
WY	State of WY
	REGION IX
AZ	Balance of AZ
	Phoenix City
	Balance of Maricopa County
	Tucson/Pima Consortium
CA	Balance of Alameda County
	Berkeley City
	Balance of Contra Costa County
	Marin County
	Oakland City
	Richmond City
	San Francisco City/ County
	San Mateo County
	Sonoma County
	Santa Barbara County
	Glendale City
	Long Beach City
	Balance of Los Angeles County
	Los Angeles City
	Orange County Manpower Consortium
	Pasadena City
	Torrance City
	Ventura County
	Balance of CA
	Humboldt County
	Santa Clara Valley
	Solano County
	Sunnyvale City
	Butte County
	Sacramento Consortium

State	Prime Sponsor
CA	(cont'd.)
	Yolo County
	Stockton/San Joaquin Consortium
	Stanislaus County
	Shasta County
	Monterey County
	Santa Cruz County
	Fresno City/County
	Imperial County
	Kern County
	Merced County
	Inland Manpower Assn.
	San Luis Obispo County
	Tulare County
	San Diego RETC
HI	Honolulu City/County
	Balance of HI
NV	Balance of NV
	Las Vegas Consortium
	Washoe County
AS	American Samoa
GM	Guam
PI	Pacific Islands
NM	Northern Marianas
	REGION X
AL	Municipality of Anchorage
	Balance of AL
ID	ID Statewide Consortium
OR	Portland City
	Balance of Clackamas County
	Lane County
	Multnomah/Washington Consortium
	Mid Williamette Valley Consortium
	Jackson County Consortium
	Balance of OR
WA	Spokane Consortium
	Clark County
	King/Snohomish Consortium
	Kitsap County
	Tacoma City
	Balance of Pierce County
	Yakima County
	Balance of WA

GLOSSARY

COMMUNITY-BASED ORGANIZATIONS

Organizations which are representative of communities or significant segments of the communities and which provide manpower services (for example, Opportunities Industrialization Centers, Jobs for Progress, Mainstream, and Community Action Agencies) (quoted from Act).

COMPREHENSIVE EMPLOYMENT AND TRAINING PLAN -

A plan submitted by each prime sponsor to the Department of Labor, which is required in order for financial assistance to be received. Requirements for these plans are spelled out in detail and include program and service area descriptions, assurances that the programs meet the intent and mandates of the Act, and provisions for arrangements with community-based organizations. States must meet additional requirements beyond what other prime sponsors must meet.

COMPREHENSIVE EMPLOYMENT AND TRAINING SERVICES -

May include, but not limited to: outreach, assessment and referral; orientation, counseling, education, and institutional training; on-the-job training; payment to employers to expand job opportunities; allowances and supportive services to trainees; development of labor market information; transitional public service employment programs; and manpower training, employment opportunities, and related services conducted by community-based organizations.

DISABLED VETERANS OUTREACH PROGRAM - (DVOP)

Under this program, disabled veterans in larger cities are trained in State Employment offices to locate and inform jobless disabled veterans about the education, job training, and employment benefits for which they are eligible. These employees have access to all the resources of other staff in the employment service.

EXHAUSTEE -

A person who has tried everything to get a job and has subsequently made a claim for unemployment insurance. One of the criteria for selection of project participants.

HELP THROUGH INDUSTRY RETRAINING AND EMPLOYMENT - (HIRE)

An effort to find gainful employment for four target groups: unemployed veterans (with priority given to disabled and Vietnamera veterans); other unemployed persons eligible for veterans preference; economically disadvantaged young persons; and long-term unemployed, low-income persons. With veterans given preference, the purpose of the program is to encourage private employers to hire and train eligible persons with or without Federal reimbursement.

JOB CORPS -

A national system of residential centers which provides basic education, vocational training, counseling, health care, and similar renewal services to help disadvantaged persons, ages 16 through 21, to prepare for jobs. Training is given in such occupations as heavy equipment operation, auto repair, carpentry, painting, masonry, nursing, and clerical work. CETA stipulates that the Job Coprs centers include

Civilian Conservation Centers to provide work experience to be used on activities to conserve, develop, or manage public areas. In an effort to double the size of the Job Corps, the number of centers has recently grown from 61 to 84, and this growth is continuing.

MAINTENANCE OF EFFORT -

An often violated mandate of CETA. Funds may not go to pay for current employees, replace current employees, or fill existing openings.

NATIONAL YOUNG ADULT CONSERVATION CORPS -

Unemployed youth 16 through 23 may work for up to a year on conservation projects in parks, national forests, and recreation areas. The Secretary of Labor administers the Corps through interagency agreements with the Secretaries of Agriculture and Interior. Enrollees are selected by Agriculture and Interior from candidates referred by Labor. Interior and Agriculture are responsible for the management of centers on public lands and waters within their jurisdiction. Thirty percent of the funds are earmarked for State and local programs.

PRIME SPONSOR -

A State; a unit of local government with a population of 100,000 or more or a combination of local units, one of which has a population of 100,000 or more. In addition, the Secretary may also determine as eligible any local unit or combination of units without regard to population because of "exceptional circumstances" specified in the act and a limited number of existing Concentrated Employment Programs that serve rural areas with

high levels of unemployment and have the capability to carry out the provisions of CETA. During Fiscal Year 1979, 460 CETA prime sponsors are being funded.

PRIME SPONSOR'S PLANNING COUNCILS -

A group, appointed by each prime sponsor, consisting of representatives of the client community and community-based organizations, the employment service, education and training agencies and institutions, business, labor, and where appropriate, agriculture. The Council's function is to submit recommendations regarding program plans and basic goals, policies, and procedures, to monitor and provide for objective evaluations of employment and training programs conducted, and to provide for continuing analyses of needs for employment, training, and related services in the prime sponsorship area.

PRIVATE INDUSTRY COUNCILS -

Under the Private Sector Opportunities for the Economically Disadvantaged program, prime sponsors must establish such councils to participate in the development of private sector job opportunities. A majority of the members must be from the business community.

PRIVATE SECTOR OPPORTUNITIES FOR THE ECONOMICALLY DISADVANTAGED -

A demonstration program to test the effectiveness of a variety of approaches to increase the involvement of business community in employment and training activities supported under CETA, and to increase the private sector employment opportunities for economically disadvantaged persons. Ninety-five percent of the funds are allocated to prime sponsors.

PROJECT OR ACTIVITY -

A definable task or group of related tasks which will be completed within a definable period of time, which has a public service objective, which results in a specific product or accomplishment when completed, and which would not otherwise be completed with existing funds.

PUBLIC SERVICE -

Includes, but is not limited to, work in such fields as environmental quality, health care, education, public safety, crime prevention and control, prison rehabilitation, transportation, recreation, maintenance of parks, streets, and other public facilities, solid waste removal, pollution control, housing and neighborhood improvements, rural development, conservation, beautification, veterans outreach, and other fields of human betterment and community improvement (quoted from Act).

SKILL TRAINING AND IMPROVEMENT PROGRAM - (STIP)

Consists of training programs in higher occupations administered by prime sponsors for low-income, unemployed workers. Emphasizing classroom instruction of six to fifteen months in duration, major STIP objectives are to meet industry's need for specific skills and to increase private sector participation in the design and operation of training programs.

STATE EMPLOYMENT AND TRAINING SERVICES COUNCIL -

The Governor of each State prime sponsor must appoint such a council, to consist of representatives of local units of government;

the State board of vocational education, the public employment service, and other appropriate State agencies; organized labor; business and industry; community-based organizations; and the general public. The Council must review all prime sponsors' plans in the State and make appropriate recommendations; monitor the operations of all CETA programs in the State; and submit an annual report to the Governor.

SUMMER PROGRAM FOR ECONOMICALLY DISADVANTAGED YOUTH - (SPEDY)

Part-time summer jobs with schools, hospitals, libraries, community service agencies, and other public and private non-profit groups, for economically disadvantaged youth ages 14 through 21.

YOUTH COMMUNITY CONSERVATION AND IMPROVEMENT PROJECTS -

Unemployed youth ages 16 through 19, with emphasis on those out of school, are eligible for projects of local benefit such as improving neighborhoods and communities, and maintaining and restoring natural resources on publicly owned land.

YOUTH EMPLOYMENT AND TRAINING PROGRAMS -

Programs conducted by prime sponsors for youth ages 16 through 21 from low-income families, which include work experience, vocational training, guidance and counseling.

YOUTH INCENTIVE ENTITLEMENT PILOT PROJECTS -

Prime sponsors receive funds to demonstrate the efficacy of guaranteeing year-round employment and/or training to economically disadvantaged in-school youth ages 16 through 19 or youth of the same ages willing to return to school to seek a high school diploma or its equivalent.

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